

BOARD OF SUPERVISORS

ACTION ITEM

#3

SUBJECT: CPAM 2005-0007, Arcola Area/Route 50 Comprehensive Plan Amendment

ELECTION DISTRICT: Dulles

CRITICAL ACTION DATE: November 26, 2006

RECOMMENDATIONS:

Board of Supervisors: On October 3, 2006 the Board forwarded CPAM 2005-0007, Arcola Area/Route 50 Comprehensive Plan Amendment with the revised draft policies, included in Attachment 5, to the October 17, 2006 Board Business Meeting for action.

Planning Commission: On August 28, 2006 the Planning Commission voted 6-2 (Elgin, Hsu, Klancher, Syska, Volpe, Whitmore – yes; Doane, Ruedisueli—no) to forward CPAM 2005-0007, Arcola Area/Route 50 draft policies and proposed land use maps, as revised June 5, 2006, to the Board of Supervisors with a recommendation of approval.

Staff: Staff endorses the Board's revised draft policies dated October 3, 2006 but does not support residential uses north of Route 50, and east of Route 606.

BACKGROUND:

During the Business Meeting on October 3, 2006, the Board raised several questions concerning the residential development potential within the proposed Business Community, particularly as it applies to the Arcola community adjacent to the 65 Ldn noise contours. Board members questioned how residential potential could be transferred from within the 65 Ldn noise contour and whether density transfer was potentially allowing double counting development potential. Staff was also directed to evaluate the impact of two proposed policy changes: (1) to limit the density in the areas occupied by residential uses to 16 units per acre; and (2) to limit the height of residential uses to three stories.

Route 50 Development Potential

The following table outlines the estimated residential and non-residential potential of each of the alternative proposals considered with this Plan Amendment:

Table 1: Route 50 Total Development Potential

	Residential Units	Employment s.f.	Retail s.f. ¹	Industrial s.f.
Current Planned Land Use	3,693	6,106,756	3,433,041	4,454,498
PC Recommendation	5,428	5,872,259	4,367,821	1,527,791
Route 50 Task Force	8,138	6,280,786	3,973,962	1,527,791
Board Recommendation ²	5,980	4,968,352	5,522,558	2,351,868

¹ Assumed 20% retail uses. Additional retail is permitted beyond the 10% allowable in the land use matrix if certain criteria are met; therefore, retail uses may be higher than predicted.

² Board recommendation includes density transfer from Ldn 65 areas per Board direction and acceptance of the planned land use map per 9/25/06 Committee of the Whole direction.

Under the Board's recommendation, expanding the Business Community designation in the Route 50 corridor adds 2,287 units to the total permitted currently under the Revised General Plan. If the Board chose to consider a policy that does not permit density transfer out of the 65 Ldn noise contour, the unit total would be reduced by 1,222 units to 4,758 units.

Current Business Community Policy

The Business Community policies of the Revised General Plan recommend a land use mix for individual projects that generally consists of 60% employment and commercial uses, at least 15% civic and open space, and a maximum of 25% residential uses. The mix is measured by land area within each project. The Plan also recommends a maximum of 16 units per acre.

The following table uses the available acreage in land bays F and M to illustrate the residential potential in the Business Community (See Attachment 2). Land Bay F (83 acres³) and Land Bay M (237 acres⁴) could be combined into a mixed use project of 320 acres as follows:

Table 2: Land Bays F and M

Land Use	Percentage of Land Area	Acreage	Development Potential (floor area or units)
Employment/commercial	60% minimum	192 acres @ .25 FAR	2,090,000 sq. ft.
Open space/Civic	15% minimum	48 acres	
Residential	25%	80 acres @ 16 units/acre	1280 units
Total	100%	320 acres	

In this case, 80 acres of land is available outside the 65 Ldn noise contour and therefore the 1,280 units can be accommodated at 16 units per acre.

ISSUES:

Density Transfer

Under the Revised General Plan, an applicant may designate 25% of the total project land area as residential and then concentrate the units on a smaller area; leaving the remainder of the residentially designated area as open space or civic space that would count toward the minimum requirements for the project. If land under the 65 Ldn is designated for residential use it would have to remain as open space or civic space and the residential density transferred to an area outside the 65 Ldn. Density transfer is a Plan policy and is only a possibility with rezoning applications. Unless the Board sets a limit as discussed below, how much density can be transferred will be limited by the choice of zoning districts applied to the residential area.

The draft policies call for small scale, pedestrian friendly development within the Village of Arcola and Village Perimeter Transition Area. As demonstrated in Attachment 1, a small amount of acreage is available for development outside the 65Ldn. To ensure the small scale design envisioned by the draft policies, staff would recommend that Policy 1 under the Residential Development Policies of the Village of Arcola and Village Perimeter Transition Area be amended to add the following:

³ Developable acres defined in Attachment 2

⁴ Developable acres defined in Attachment 2

“Densities within the Village and the Village Perimeter Transition Area shall be measured only on land area occupied by residential uses.”

Limiting Density In The Residential Area To 16 Units/Acre

On October 3, the Board approved the following policy: “While the business community policies may allow residential densities to be calculated based on land area impacted by noise contours, and while no residential units may be located in the 65 Ldn, all residential proposals for the area immediately north of Route 50 will be limited to 16 units per acre on the land area occupied by residential use.” (New Policy #4, Business Community Policies, General Policies).

The Revised General Plan calculates density based on the total area of a project. Developers are able to move residential density from sensitive or unbuildable areas and in this way are encouraged to protect green infrastructure resources. Limiting the density in the area occupied by residential units to 16 units per acre; essentially establishing a net density, does not change the projected overall residential potential for the purposes of build-out estimates. However, on a project by project basis it will have an impact that will be determined by the specific site and project characteristics.

For example, Main Street at Arcola Center is a pending rezoning application located within Land Bay F that will be impacted by the Business Community designation. The application currently proposes 1,200 dwelling units on 56 acres with the overall density at 21 units per acre using a combination of R-16 and R-24 zoning districts. The Main Street applicant has indicated they will be combining the 56 acres with parcels in the adjoining Arcola Center project in Land Bay M to create a mixed use project. If they do, and the 56 acres can be used for residential, the “net” density cap of 16 units per acre would allow 896 units rather than the 1,200 units if current Business Community policies are applied.

Another example is Glascock Field at Stone Ridge (ZMAP 2006-0007) which is an active application located within Land Bays F’, G, and I. The application currently proposes a mix of residential, office, and retail uses on 99 acres. The residential portion of the project is located on 23 acres with a proposed R-24 zoning designation. However, 4 acres of the 23 acres are located within the 65 Ldn noise contour. Therefore, the application proposes 480 multi-family units on 19 acres with a gross density of 25 dwelling units per acre. The “net” density cap on the 19 acres would allow 304 dwelling units rather than the 368 dwelling units if current Business Community policies are applied.

Limiting Residential Buildings to Three Stories

The revised draft policies include a policy limiting residential building heights to three stories. The Plan does not specify height limits in the Business Community. Design guidelines in the Plan speak to a pedestrian scale of development generally recognized as two to three stories in height (See Attachment 3).

The Zoning Ordinance limits building height to 35 feet but allows the height to be increased if buildings are setback further from property lines (height increases at a rate of one foot for every two feet the setback is increased). In recent cases, townhouses have been built higher using this provision. The impact of the height limitation will most likely be reflected in the type and design of residential units on the ground with developers moving to smaller units or more multi-family units. However, design limitations such as the three story height policy, do not necessarily affect the overall density of a project.

Attachment 4 includes a per land bay unit estimate for reference purposes. Table 1 includes potential units given transfer of density from Ldn 65 areas and Table 2 includes potential units with no density transfer.

FISCAL IMPACT:

An analysis of the fiscal impact of the proposed land use changes has not been conducted. The addition of residential units in areas that previously were not planned for residential uses will typically add to the demand for public services and facilities. The recommended land use mix in the Business Community includes a substantial amount of employment and commercial space that is typically a positive fiscal benefit to the County. The conversion from industrial to light industrial, office and retail may also have the fiscal benefit of accelerating the development of non residential uses.

DRAFT MOTIONS:

1. I move that the Board of Supervisors approve CPAM 2005-0007, Arcola Area /Route 50 as amended by the Board on October 17, 2006.

OR

2. I move the Board forward CPAM 2005-0007, Arcola Area/ Route 50, to the November 7, 2006 Business Meeting for action.

OR

3. I move an alternate motion.

ATTACHMENTS

1. Developable Acreage by Land Bay
2. Land Bay Map
3. Revised General Plan Light Industrial and Regional Office Design Guidelines
4. Land Bay Build-out estimates
5. Arcola Area/ Route 50 Draft Policies revised October 3, 2006

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